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77-8566/2

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15 August 1977

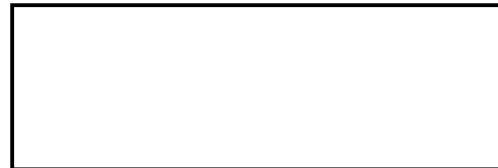
MEMORANDUM FOR: EAG Members

FROM: John F. Blake
Acting Director of Central Intelligence

SUBJECT: MAG Group Recommendations for DCI Decision

The attached memorandum is self-explanatory. I believe EAG Members should have sufficient time to acquaint themselves with the contents of this memo before we meet. Accordingly, a meeting will be established in about two weeks to discuss the contents of the memorandum.

STAT



John F. Blake

Att:

Memo dtd 1 Aug 77 to DCI
via ADDCI fr ADDA, same subj

Distribution:

- 8 - 1 each EAG Member
- 1 - ER
- 1 - [Redacted]
- 1 - Mr. Clarke
- 1 - [Redacted]
- 1 - Mr. Meyer
- 1 - [Redacted]
- 1 - Compt Subj.
- 1 - ADCI

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100 13 - (EXECUTIVE REGISTRY FILE P1.9.1)

MORI/CDF

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APPROVAL		DISPATCH	RECOMMENDATION
COMMENT		FILE	RETURN
CONCURRENCE		INFORMATION	SIGNATURE
Remarks:			
<p style="text-align: center;">For distribution and scheduling of EAG Meeting on subject.</p>			
FOLD HERE TO RETURN TO SENDER			
FROM: NAME, ADDRESS AND PHONE NO.			DATE
Acting Director of Central Intelligence 7D 6011 Hqs. []			15 Aug 77
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FORM NO. 237 Use previous editions

USGPO: 1976 - 202-953

(40)

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77-8566


DDA 77-4318

1 AUG 1977

MEMORANDUM FOR: Director of Central Intelligence
VIA: Acting Deputy Director of Central Intelligence
FROM: Michael J. Malanick
Acting Deputy Director for Administration
SUBJECT: MAG Group Recommendations for DCI Decision

Attached are the outstanding items from the list of 41 recommendations submitted to the Director by the various Agency MAG groups. We have provided a succinct pro/con argument for each recommendation which has not already been implemented. If action has already been taken on the item, we have so indicated. Our listing of the 25 items of current concern follows the numerical sequence of the original summary paper.

STAT


Michael/J. Malanick

Attachment: a/s

SUMMARY OF OUTSTANDING RECOMMENDATIONS

1. Set up small office of Personnel Policy under the DDCI to establish overall personnel policy, monitor adherence, and handle career management of employees: GS-14 and above; on rotational assignments; on detail to other agencies; and directed by an individual appointed from outside the Agency.

PRO

Establishing such an office at the DDCI level would ensure uniform personnel policies throughout the directorates and independent offices, thus eliminating the partiality some critics feel exists in the present system. Moving the responsibility for the career management of GS-14s and above to this new office would facilitate intra- and inter-Agency rotational assignments of senior officers. This move would also allow more DDCI participation in the promotion, rotation, training, etc., of current and future managers of the Agency.

CON

Separating the personnel policy role from the personnel management role may cause duplication of effort and fragmentation of the overall personnel program. This fragmentation would result in the experience gained in the administration of policy not being translated or implemented into new personnel policies -- the present system can be more flexible to react in this regard. In terms of the evaluation of Agency-wide personnel policies, other offices at the DDCI level (e.g., the Inspector General and to some degree the Comptroller) are able currently to perform that function and recommend changes. In order to handle the career management of GS-14s and above, the new office would require a substantial resource commitment to administer the program for the approximately [] persons involved. Additionally, the transfer of jurisdiction for the GS-14s and above and for those on rotation or detail would complicate the officers' continuity in their career tracks and hamper their integration into their offices upon reassignment.

STATINTL

2. Make promotions of lower grade professionals more competitive to reduce the GS-14/15 bottleneck/bulge.

PRO

More competitive evaluations of lower-grade professionals will ensure promotion of the most qualified officers. The less qualified would be encouraged to improve their performance or face the possible consequences. The GS-14/15 bulge would be eliminated as young officers would not be encouraged to remain with the Agency for the next promotion if they knew they were competing with their peers and would not be promoted based on seniority but on achievement. Thus, the underachievers might leave the Agency prior to reaching the GS-14 level.

CON

The suggestion implies that personnel in the lower grades are promoted too rapidly; however, the statistics indicate that such is not the case. The average time in grade, according to the APP data for FY 76 is as follows for persons promoted to the designated grade.

	<u>Average time in grade</u>
GS 7- 9 (in 2 promotions)	51 months
GS 9-11 (in 2 promotions)	45 months
GS 11-12	38 months
GS 12-13	46 months
GS 13-14	54 months
GS 14-15	62 months

The Office of Personnel considers the bulge problem stems from a very low rate of attrition. Officers reaching a career plateau will remain with the Agency to increase their retirement benefits. Additionally, the rate of promotion in the lower grades, as in all professional grades, is based on comparative evaluation by boards and panels and an assessment that the officer can perform satisfactorily at the higher grade.

3. Reduce the number of managerial positions and layers to make room for specialists (persons not motivated for management careers but possessing special skills) at higher grades.

PRO

Adoption of the suggestion would recognize the "specialist" and his/her expertise in providing a "dual track" for advancement to higher grade levels within their areas of specialization.

STATINTL

CON

At the present time there are approximately [] or 29% of the total GS-14 and above positions that are classified on the basis of substantive skills rather than managerial or supervisory content of the jobs. Reducing managerial positions and layers would not necessarily ensure room for specialists.

4. Relax time-in-grade standards for promotion.

STATINTL

COMMENT

Relaxation of time-in-grade standards for promotion allows for the rapid advancement of exceptional employees. The newly revised regulation on promotion [] states that "those employees who give indication that they will be exceptional performers at higher levels of responsibility should not be constrained by time-in-grade guidelines if they are otherwise qualified for advancement." Though relaxation of time-in-grade standards is encouraged, what actually controls the rate of promotions is the frequency with which vacancies are created through separation or advancement. At present, few vacancies are occurring with the effect of delaying promotions. An individual performing in a position of responsibility higher than his/her present grade should be given consideration for the appropriate grade, but the actual number of promotions is controlled by the Career Service Grade Authorization (CSGA) and thus by the number of vacancies occurring.

5. Shift responsibility for job specification/grade-level definition from Position Management and Classification to the local manager.

PRO

Shifting responsibility for job specification/grade-level definition from Position Management and Classification to the local manager would allow the local managers to set the grade levels of their employees. This would allow for greater flexibility so that as programs change or are instituted the local manager could fill positions from a pool of qualified applicants regardless of the grade of the job or applicant. Decentralizing the responsibility for such decisions downward to the local manager is consistent with the desires of senior management in the Agency to reduce the "sucking up" of authority experienced over recent years.

CON

Such a decentralized system as proposed would require extensive regulatory/rule/oversight application and enforcement and a great number of personnel to accomplish the task than would a centralized system. Local managers have too much vested interest and close involvement with their programs and their personnel to maintain an objective approach to classification. Experiments with this system in other agencies resulted in the creation of disparities between offices and an escalation in grade levels. The principle of equal work for equal pay would not be maintained among Agency components or between the Agency and the rest of the Government.

6. Expand use of Civil Service Commission practice of the double-jump promotion at the lower professional grades.

PRO

Reinstituting the double-jump promotion at the lower professional grades would bring the Agency in line with the rest of Government. A cost savings could result from this practice if the time between GS-7 to GS-9 and GS-9 to GS-11 were not reduced. The saving would accrue from the absence of the intervening GS-8 and GS-10 promotions.

CON

The Office of Personnel estimates the first-year cost of transition to this system might reach \$400,000. If time in grade at the GS-9 and GS-11 level were reduced to the current length of time for the single promotions, as some employees hope, the cost could reach \$700,000 annually. This system could cause bunching or a bottleneck at the GS-11/12 level as promotions would slow down once that level is reached. (Note: The EAG has taken this matter under advisement.)

7. Reinstitute/formalize a three-year trial/probationary period for all newly hired employees.

COMMENT

A three-year trial period was established 10 May 1977 for all employees entering on duty after that date. The DCI's Head of Agency termination authority was delegated to the Director of Personnel for the three-year period. Provision is made for the employee to appeal to the DCI when the Director of Personnel's decision is made in the third year.

8. Disseminate more widely career-planning data, especially regarding ceilings, promotion rates, etc.

PRO

Wider dissemination of career-planning data will allow employees to better gauge their career progression and to level their expectations with the norm. Various mechanisms exist already to provide such information, e.g., career service developmental profiles, counseling programs, handbooks, the careers committee, etc. Certainly, additional mechanisms can be found to disseminate such information.

CON

The mechanisms which exist currently to provide career-planning data present only limited information, often lacking specificity. Ceilings, promotion rates, and similar kinds of personnel data are dynamic and difficult to capture before they change so that incorporating them into written form for dissemination would be nearly impossible.

9. Examine the possibility of setting up distinct panels involved in evaluation and career planning for employee pool (GS-14/15) from which future supergrades will be drawn.

PRO

Adoption of the recommendation would foster the one-Agency concept by eliminating the career service designations of GS-15 and supergrade officers. These individuals would be available for assignment anywhere in the Agency and not constrained in their career by directorate labels. Such a practice could ensure inter-directorate experience in the development of senior managers and executives for future replacement of "Key Official" positions throughout the Agency.

CON

Separating the GS-15 and supergrade officers from their career service will fragment the overall Agency personnel program. This system might also force specialists into the managerial ladder in order to get the broad experience required to reach the supergrade level. The advancement of specialists would be thereby stymied.

10. Examine the desirability of developing procedures for disposition/handling of the lowest-rated employees.

STATINTL

PRO

In the past, officers falling in the lowest third percentile of their career service panel rankings were not counseled about their performance, but neither were any administrative actions taken against them. [] was revised recently to reflect current Agency policy for handling the lowest-rank employees. Employees ranked in the lowest percentile for two consecutive years are subject to reassignment, downgrading, or separation. These measures will ensure that the career progression of more qualified officers is not blocked.

CON

With appropriate counseling for the employees involved, there should be few negative implications in implementing this recommendation.

11. Examine the desirability of using closed-circuit TV/video-taped presentations for the DCI to communicate better with Agency personnel.

PRO

Closed-circuit TV and video tape recordings provide an additional technique which the DCI can use in communicating with Agency personnel. The best use of this media is for bringing to all employees a prompt replay of meetings at which the DCI makes statements of general interest. (Note: The DDA has recently forwarded to the DCI a proposal to purchase a closed-circuit TV system.)

CON

As a direct address system, this technique has very serious limitations. Where a President of the U.S. can justifiably use the medium of TV for a fireside chat, the DCI deals with a much smaller and more concentrated audience, and a televised presentation emphasizes rather than eliminates distance and aloofness.

12. Expand "Notes from the Director" to provide a forum for timely, forthright, factual accounts of initiatives, programs and options under consideration, etc. Include recognition of recent Agency accomplishments.

COMMENT

Currently being done. The spirit of the recommendation, i.e., that the "Notes" should be as informative and as constructive as possible is fundamental to the concept of the "Notes." The DCI's current and projected use of "Notes" does provide a forum for accounts of initiatives, programs and options under consideration. These "Notes," incidentally, have been well received.

15. Prepare comprehensive package of recommendations on personnel promotion and specifically how to improve personnel flow (assigned by DCI to DDA MAG).

COMMENT

Further action on this item assigned by the Director to the DDA MAG.

16. Distribute "Notes from the Director" to every employee.

COMMENT

Distribution of "Notes from the Director" has been increased to all employees (1 to 3) as of No. 4, dated 13 June 1977.

18. Strengthen the DDCI's (or any other appropriate officer's) role in clarifying and expressing your aims to employees.

PRO

The apparent distance between the DCI and employees caused by the enhanced responsibilities of the DCI in the Community and with the Congress needs to be breached. As the general manager for CIA, the DDCI would be the appropriate official to clarify and express the DCI aims and goals to Agency employees.

CON

The task of clear and meaningful communication between the DCI and Agency personnel is a fundamental management obligation which the DCI should not delegate.

26. Coordinate papers submitted to non-Agency consumers that deal with topics for which more than one office is responsible.

PRO

Formal coordination of intelligence products with the appropriate offices in the DDI and the DDO is the prescribed way of doing business. In fact, emphasis on inter-disciplinary research and multiple authorship of papers by experts drawn from several offices is intended to make this process more than perfunctory. However, the coordination process does not always work as well as expected. Oversights can occur. The situation where a drafting office has such a proprietary attitude toward a subject and decides a paper need not be coordinated within the directorate occasionally occurs. All production office chiefs are instructed to ensure that papers are properly coordinated.

CON

The extensive coordination process slows down the publication of intelligence products unnecessarily, particularly when offices with only a peripheral interest must be consulted. The author of a monograph should be able to decide on the degree of coordination necessary for his product.

29. Consider CIA policy of circulating to other departments/agencies a list of forthcoming publications. Request they reciprocate.

PRO

Adoption of the recommendation would raise the image and diminish the aura of elitism surrounding the Agency within other departments/agencies. Circulation of upcoming publications lists between departments will ensure our product and theirs reaches the customers who need it.

CON

We would not want to circulate publication dates on certain sensitive memoranda on issues still subject to review and decision by policymakers.

30. Consider forming a centralized office of Executive Liaison to coordinate interagency cooperation.

PRO

Establishment of a centralized office for Executive Liaison would foster interagency cooperation on matters of mutual concern. Currently, this liaison is fragmented between the IC Staff and elements of the Office of the DDCI.

CON

Interagency liaison is viewed and handled in two distinct categories. Relations with national security agencies is handled within the IC Staff structure. Relations with cabinet-level executive agencies outside of the Intelligence Community is handled within the Office of the DDCI.

33. Use the NIO system to produce a community product only when a coordinated view is determined to be absolutely necessary.

PRO

A coordinated intelligence community position on some subjects is appropriate and desired by top officials. Thus, an effective tested process -- like the NIO system -- would aid in producing interagency papers.

CON

We should preserve the opportunity for individual agencies to produce intelligence reports presenting their unique assessments of developments related to national security. Products which are clearly departmental in nature about which there are no divergent views should not be subjected to the community coordination process.

36. Give the Suggestion Awards Committee sufficient authority to act on suggestions so that it does not serve only as an intermediary between the "suggester" and the component affected by the suggestion.

PRO

The Suggestion Awards Committee lacks sufficient authority to act on suggestions submitted by employees. At present it serves only as an intermediary and lacks decisionmaking authority to grant awards if the evaluating component turns down the suggestion.

CON

The Suggestion Awards Committee possesses sufficient authority to act on suggestions. The Committee itself lacks the expertise to rule on the merits of suggestions and relies on the component(s) of primary interest. In cases where seemingly good ideas are recommended for decline by evaluating components, the Committee does seek added study or more definitive explanations of the denial. Occasionally, the Committee will use independent evaluators to reexamine the original evaluations or will seek reexamination of substantive proposals through command channels.

37. Eliminate the practice of awarding people for suggestions that should be considered integral parts of their jobs.

PRO

Employees should not be awarded for ideas which they are expected to implement in order to do their jobs more efficiently. The wage a person earns is compensation for doing his job effectively and efficiently and no further reward should be given.

CON

Awards are not made for suggestions that are in fact simply a normal requirement of the individual's duties. The Suggestion Awards Committee looks carefully at line-of-duty factors and does not vote for a cash award unless the suggester's contribution is so superior as to warrant recognition. In most cases, the ideas and improvements that employees suggest have some relationship to their work. This is the logical area in which we could expect employees to perceive proposals for improvement. We follow the Civil Service Commission guidance to all government agencies on the administration of their awards program.

38. Support the MAG groups which are trying to solve the smoking/non-smoking area problem.

PRO

Many people do not smoke and vociferously protest when subjected to others smoking. Also, it has been proven that non-smokers run almost the same cancer risk when breathing others' cigarette smoke as smokers do. The initiatives taken by the Office of Logistics to date, such as, designation of non-smoking areas in the canteen and library and publication of a bulletin reminding employees that smoking is prohibited in the elevators, do not go far enough. Since there are no enforcement mechanisms other than the individuals themselves, compliance is not compulsory.

CON

Smokers, particularly heavy smokers, are also a very vocal lot. When faced with restrictions on their smoking, they protest that it's a violation of their rights. The Office of Logistics has taken steps requesting smokers respect those areas set aside for non-smokers. These initiatives should be sufficient.

39. Develop a systematic managerial development program to ensure individuals are trained in appropriate managerial skills before progressing to the next managerial level.

COMMENT

The Agency's Personnel Development Program (PDP) instituted in 1973 provides a systematic program for the selection of officers, GS-13 and above, who evidence talents for executive assignment. Individually tailored programs of basic training and experience are designed for these officers to develop their managerial and executive skills. In addition, the Office of Training's Management Training Program was designed and developed to meet the needs of Agency managers as they progress from one managerial level to the next. Internal training is supplemented when appropriate by management training courses at federal and academic institutions. The key to the development of successful managers is responsible selection, individualized training, and challenging assignments and senior managers must ensure capable younger officers are offered these opportunities.

40. Expand the directorate-level management intern program to the office and group levels, giving potential managers opportunities for additional administrative experience.

PRO

Management internship programs provide officers with opportunities for broad Agency experience. The limited programs already established focus on supergrade rotational assignments between offices within the directorates. The Agency should involve lower-graded officers in the intern program to provide multi-discipline development of officers who might assume senior management positions in the future. Each directorate should establish a junior rotational program for younger officers and a senior rotational program at more senior levels between directorates should be considered.

CON

The directorate-level management intern program referred to above involves only senior officers. Rotating younger officers in anticipation of future managerial assignments is more difficult because lower-level jobs require expertise often in very technical matters which the detailee cannot learn in sufficient depth to be of value to the receiving component.

41. Consider a managerial career service, enabling people to be evaluated and promoted on their managerial skills.

PRO

Setting up a separate managerial career service would take managers out of their specialist areas and put them into competition with other managers. Their advancement would depend on their managerial skills and not their technical expertise.

CON

Agency practice has been to develop managers from the specialist body of employees, providing the experience and training needed for development of the managerial skills over a period of time as the employee moves up the career ladder. This system has the advantage of developing managers with sufficient substantive knowledge to successfully handle offices composed of specialist employees.

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Executive Registry

77-8566/1

FROM: Michael J. Malanick
Acting DDA
7D-24, Hqs.

EXTENSION

NO.

STAT

DATE

TO: (Officer designation, room number, and building)

DATE

OFFICER'S
INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Acting DDCI

2. DCI

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Mr Blake: This
is not ready for
DCI decision.
Needs
1) Basic paper
2) Identification
of suggester
3) A voucher for
feed back to (2)
4) EAG review

STAT

13 AUG 1977

RS Per [signature]

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FORM
3-62

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